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RECOMMENDATION FOR FUNDING FOR A SHORT-DURATION COUNTRY PROGRAMME**

India

SUMMARY

The present document contains a recommendation for funding from general resources and supplementary funds for the country programme of India with a duration of one year to support activities that will lead to the preparation of a full-length country programme. The Executive Director recommends that the Executive Board approve the amount of $34,865,000) from general resources, subject to the availability of funds, and $47,000,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the year 1998.

* E/ICEF/1997/20.

** The figures provided in the present document are final and take into account unspent balances of programme cooperation at the end of 1996. They will be contained in the "Summary of 1997 recommendations for general resources and supplementary funding programmes" (E/ICEF/1997/P/L.18).

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BASIC DATA
(1995 unless otherwise stated)

Child population (millions, 0-18 years) (1996 estimated)	380
U5MR (per 1,000 live births)	115
IMR (per 1,000 live births)	76
Underweight (% moderate and severe) (1992-1993)	53
Maternal mortality rate (per 100,000 live births) (1992-1993)	437
Literacy (% male/female)	66/38
Primary school enrolment (% net, male/female)	../..
Primary school children reaching grade 5 (%) (1993)	62
Access to safe water (%) (1994)	81
Access to health services (%) (1993)	85
GNP per capita	$340
One-year-olds fully immunized against:	
tuberculosis:	96 per cent
diphtheria/pertussis/tetanus:	89 per cent
measles:	81 per cent
poliomyelitis:	90 per cent
Pregnant women immunized against:	
tetanus:	79 per cent

THE SITUATION OF CHILDREN AND WOMEN

1. As described in the country note reviewed by the Executive Board in January 1997 (E/ICEF/1997/P/L.9), while progress is visible in almost all development sectors, the situation of India's children is marked by diversity, the continuing influence of disparities of gender, caste and class, and the challenge of enormous numbers - nearly 380 million in 1996. Rapid economic growth has continued, with the impact of liberalization reforms increasingly felt across all sections of society. There have been major gains for children in terms of a sharp decline in vaccine-preventable diseases and the virtual eradication of dracunculiasis. High levels of iodization of salt and greater access to safe drinking water have also been achieved. Yet nearly 2 million children under five years old continue to die each year due to the interaction of infection and malnutrition. Almost 50 per cent of children still drop out from primary school before class 5, and child labour persists on a large scale. Over 100,000 women die each year from causes related to pregnancy and child birth. Sanitation coverage remains low, while growing problems of water quality threaten achievements in the provision of safe drinking water.

2. Recent positive developments include the launch of a national Reproductive and Child Health (RCH) programme and the holding of two rounds of national immunization days, which underlined the feasibility of the eradication of polio. A Supreme Court of India judgement on the elimination of child labour in hazardous industries and the introduction of legislation to make elementary education a fundamental right under the Constitution have given a new impetus to children's rights. India has submitted its first country report to the Committee on the Rights of the Child.

PROGRAMME COOPERATION, 1996-1997

3. The two-year (1996-1997) "bridging" programme approved by the Executive Board in 1996 (E/ICEF/1996/P/L.52) provided an opportunity to refine strategies and explore shifts in major programme areas. During the period, support was provided for the launching of new approaches to strengthen convergence and community action in 50 districts and selected towns and cities. Women's empowerment and decentralization were supported through the orientation of over 100,000 newly elected women members of local bodies (panchayats). Expansion of the national Child Survival and Safe Motherhood (CSSM) programme to all districts has provided the base for the design of a new RCH programme.

4. UNICEF supported the launching of new strategies to prevent malnutrition drawing on the network of 500,000 village-level anganwadis (child-care centres) as part of the nation-wide Integrated Child Development Services (ICDS) programme, and the creation of new capacity for salt iodization and extension of the ban on non-iodized salt to all states but one. Refinement and initial scaling-up of new strategies ("joyful learning") for child-centred teaching were supported, and there was strong advocacy for education as a right of all children. Innovative non-governmental organization (NGO) initiatives against child labour and the promotion of the child labour-free label "Rugmark" have shown that rural inspection systems are workable and can also be effective in creating awareness outside the country. Alliances were broadened around the Convention on the Rights of the Child, and the first awareness campaign on child prostitution was launched in the lead up to the Stockholm Conference.

RECOMMENDED PROGRAMME COOPERATION, 1998

Estimated expenditure
(In thousands of United States dollars)

	General resources	Supplementary funds	Total
Convergent community action	3 000	1 000	4 000
Child survival and safe motherhood	4 500	18 000	22 500
Child's environment - water, sanitation and hygiene	6 000	10 000	16 000
Child development and nutrition	7 465	6 000	13 465
Primary education	5 500	8 000	13 500
Children in need of special protection	2 900	3 000	5 900
Planning, monitoring/evaluation, programme management and cross-sectoral costs	5 500	1 000	6 500
Total	34 865	47 000	81 865

Country programme preparation process

5. As part of the new Government of India/UNICEF programme preparation process, an analytical framework was developed that emphasized the interrelated nature of the problems affecting children and the central role of women's status and position in addressing these conditions. It also highlighted the need for intersectoral approaches to address programme goals. The IXth Five-Year Plan, developed at the same time, adopted the Convention to provide a child rights perspective and convergence as a cross-cutting strategy for all programmes.

6. On the basis of these initial efforts, a country note outlining strategies for a proposed programme of cooperation for the period 1998-2002 was prepared and submitted to the Executive Board in January. However, after further careful review at the country level, it has been decided to extend the ongoing "bridging" programme by one year to enable UNICEF and the Government of India to: (a) evaluate more fully the lessons learned from the present programme cycle, taking into account the fact that many of the initiatives launched during this period have only recently become operational; (b) further refine strategies in major programme areas such as reproductive and child health and the new rights-based approach to the programme; (c) integrate these approaches into the next programme of cooperation so that it better supports the emerging priorities of the IXth Five-Year Plan; (d) encourage wider country participation in the programme's new directions, especially with new partners in civil society; (e) provide further opportunity to prepare and update state-level plans of action for children that will reflect new national priorities and explore the operational implications of a rights perspective at state level; and (f) allow for the formulation of a more comprehensive monitoring and evaluation plan.

7. The programme has been prepared through a consultative process involving government counterparts, other United Nations agencies, the World Bank and other international financial institutions, relevant bilateral donors and NGOs. Close collaboration will be maintained with them in both implementation in 1998 and in the process of finalizing the next country programme.

Objectives and strategies

8. Towards the overall objective of fulfilling the rights of all children, the four major strategic thrusts identified in the country note - convergence, decentralization, women's empowerment and building partnerships - remain valid. Each of these will be elaborated further in the coming year in pursuit of a broader rights-based approach which aims to: (a) integrate a rights perspective into all programmes; (b) ensure increased attention to certain protection rights (notably against child labour and child prostitution); and (c) encourage a consistent analytical framework towards the fulfilment of rights for women across all sectors. It will involve developing an analysis of key areas of the Convention, identifying obligations and responsibilities at family, community and state levels. As a practical reflection of the rights approach, renewed efforts will be made towards the achievement of the National Programme of Action and World Summit for Children goals, with progress reviewed at national and state levels in 1998. In coordination with the United Nations Development Fund for Women and other United Nations agencies, the use of gender disaggregated data in programme planning will also be encouraged.

Convergent community action

9. Lessons from the ongoing experience of convergent community action will provide an important input for refining sectoral strategies and preparing for expansion to new districts. Training and capacity-building will remain central, with an increased emphasis on community monitoring. An evaluation framework will be developed to examine the extent of teamwork at the grass-roots level and identify process indicators to measure progress.

10. Capacity-building for decentralization will continue to emphasize the role of elected women members of local bodies (Panchayati Raj institutions in rural areas and Nagar Palikas in urban settings). The training of an additional 40,000 women leaders will be supported, with the training modules enriched by an evaluation of earlier orientations. The effectiveness of panchayats and Nagar Palikas in promoting programmes for children will be assessed for adaption and replication. The preparation of a "pro-poor" city plan for children and mapping exercises in selected cities will link sectoral services with NGOs and highlight the rights of the urban child, including those living in unauthorized slums.

11. Group formation around thrift and credit has proved to be a key activity to increase women's capabilities in economic and political forums. UNICEF will support identification of factors that make these groups successful in different settings and help them to establish links with formal credit institutions.

Child survival and safe motherhood

12. This will remain the core of the Government's new RCH programme, which will receive extensive funding from the World Bank and the European Union. The situation analysis indicated the need for addressing neonatal and infant mortality, the slow progress of safe motherhood interventions and the neglect of adolescent health and nutrition. UNICEF efforts will focus on: (a) demonstrating new approaches to the training and orientation of front-line health workers; (b) supporting district RCH plans using decentralized and participatory processes, working closely with partners such as the United Nations Population Fund (UNFPA), the Overseas Development Administration (United Kingdom), the Swedish International Development Authority and NGOs; and (c) emphasizing a rights approach to safe motherhood, with a focus on pregnancies occurring too early and linked with efforts to improve the care and nutrition of the adolescent girl. Action research will help to identify solutions to critical problems in this area such as ensuring the availability of specialists for emergency obstetric care at first-level referral units and identifying ways to improve women's acceptance of anaemia prophylaxis.

13. Child health will focus on newborn care and improved case management of acute respiratory infections. Joint training of ICDS anganwadi workers and auxiliary nurse midwives (ANMs) will be supported to tackle malnutrition. Support to polio eradication efforts will continue in the context of national immunization days. A detailed plan will be prepared for the Government to assume full responsibility for the expanded programme on immunization cold chain. A joint Government/UNICEF evaluation of CSSM will be carried out.

Child's environment - water, sanitation and hygiene

14. India's decision to raise its norms for access to safe drinking water in terms of quantity, quality and distance under the IXth Plan has underlined the persistence of underserved areas and groups. UNICEF support to the National Water Mission will concentrate on promoting the sustainability of investments in hand-pump technology through renewed efforts to improve the quality of drilled wells, community-based maintenance and watershed management. Alternate technologies such as rainwater harvesting and spring protection to reach underserved groups will continue to be developed. Pilot initiatives to improve the quality of water through for water quality surveillance and local testing will be promoted. Advocacy for the protection of the environment will draw on the results of the "Fresh-water Studies" initiated under the current programme.

15. Increasing focus will be given to promoting school and community sanitation and hygiene. Private initiatives for improving access through promoting a range of technology options will be encouraged. Capacity-building for women in masonry, maintenance and as entrepreneurs will remain. Evaluations of the status of hand-pumps and control of diarrhoeal diseases/water and sanitation strategy will be carried out to contribute to the design of the new programme for 1999-2002. Efforts to prevent the deterioration of the urban environment will be a new area of focus and strategy formulation.

Child development and nutrition

16. There is growing awareness that malnutrition among young children is not primarily a food problem, but one that is linked to health and caring practices, low nutritional status of adolescent girls, very early pregnancy resulting in

low birth weight, and inappropriate infant feeding practices. Successful strategies where ICDS anganwadi workers and ANMs have been trained together in preventing malnutrition early in life will be documented. A major emphasis will be on communication for behaviour change in the family, including a focus on the role of men, and the community so that caring practices can be strengthened. UNICEF will address emerging challenges in nutrition through action research in anaemia prevention and zinc deficiency.

17. Support to early childhood development will promote infant and early childhood stimulation. Stronger linkages will be forged between the ICDS preschool centres and primary schools. Following success in raising the availability of iodized salt, attention will focus on institutionalizing a monitoring system to support universal salt iodization. Feasibility studies on fortification with vitamin A, iron and other micronutrients will provide inputs for a new programme. Adolescent nutrition will be addressed jointly with other United Nations agencies through the RCH programme.

Primary education

18. A major concern is the variation in primary school enrolment and completion rates by gender and between states and districts. Advocacy will support the mobilization of resources needed to translate into reality the recent policy decision to make elementary education a fundamental right under the Constitution. UNICEF will support: (a) the expansion of the media campaign for the new National Elementary Education Mission; (b) demonstrations of successful child-centred approaches in the classroom and strengthening teachers' competencies; (c) encouraging and documenting approaches to community-managed primary schools and local monitoring systems; (d) distance education and links with "open" schools; and (e) joint training of functionaries from education, health and other sectors to encourage convergence and coordination, as the school-age population is an important target for the promotion of healthy lifestyles, including hygiene education and the prevention of HIV/AIDS.

19. The Joint Programme in support of Primary Education, involving the United Nations Development Fund, UNICEF, UNFPA, the International Labour Organisation, the United Nations Educational, Scientific and Cultural Organization and the Government of India, will explore innovative approaches in 120 blocks of 8 states, emphasizing the need for micro-planning and community-level management. Close linkages will continue with the World Bank/European Union-supported District Primary Education Programme, into which was Bihar Education Project was merged. UNICEF will fund strategic components, including preparatory work in awareness-building, women's group formation and teacher training.

Children in need of special protection

20. Following the recent Supreme Court judgement, there is even greater awareness and determination of the Government to eliminate child labour. UNICEF will continue to advocate for preventive strategies, notably through universal primary education. Efforts will focus on: (a) documenting success stories where children have been removed from the labour force and enrolled in primary school; (b) establishing partnerships with NGOs to promote awareness among parents and the community in areas from where child labour is drawn; and (c) expanding support to training/orientation of personnel from enforcement agencies and NGOs. A media campaign will be developed to highlight child labour as a violation of child rights.

21. Awareness about the extent and exploitative nature of child prostitution is growing, and effective preventive strategies are being defined. Joint efforts have been initiated between the National Human Rights Commission and

National Women's Commission, with the Department of Women and Child Development playing a coordinating role. UNICEF support will focus on: (a) information targeted to men; (b) advocacy to stop the trafficking of girls both within and across borders; and (c) support to NGOs developing models for the rehabilitation of children who have left prostitution. These will be linked to the development of city-wide plans for street children. Attention to the rights of the disabled child will form part of training modules on child rights. Research and studies will reinforce action on the rights of children in need of special protection.

22. In addition to the programme-specific communication elements noted above, increased alliance-building will include interaction with legislators, law enforcement agencies, professional training institutions and the media to support public monitoring of implementation of the Convention. A special effort will be made to improve the portrayal of child rights in the media, building on the Asia Media Summit and focusing on the girl child. Action research in support of a regional communication initiative, the "Meena" animation series, will develop links to training of animators in the ICDS and school system.

Planning, monitoring/evaluation, programme management and cross-sectoral costs

23. Plans for the new long-term country programme will continue to be refined using a Logical Framework Analysis (LFA) that emphasizes intersectoral action. Monitoring will be based on: (a) indicators derived from LFA; (b) monitoring of child rights through a focus on the collection and use of disaggregated data, as well as on attention to specific groups whose rights are not fulfilled; and (c) a second round of multi-indicator cluster surveys to measure progress towards achieving child goals. Evaluations and studies will be carried out to assess programme performance, determine best practices in implementation and identify emerging opportunities. A programme review in early 1998 will consolidate lessons learned from the present "bridging" period and build these insights into the new longer-term country programme of cooperation.

24. The UNICEF country office is reviewing its internal structures to respond better to the challenges of the new programme, to strengthen the role of UNICEF as a catalyst and its ability to: (a) leverage with ideas; (b) identify ways to strengthen advocacy capacities; and (c) build and sustain effective partnerships. It will also continue to strengthen field operations, especially in states with the poorest social indicators. There will be a major emphasis on team-building to facilitate support to the intersectoral nature of the new country programme, with clear responsibilities at state and national levels.

25. National programme support is coordinated by the nodal Department of Women and Child Development. Support within this national framework is provided by UNICEF at state and district levels to government and other implementing agencies, including NGOs, through a network of 10 state offices. General resources will be used mainly for the implementation of specific components of government programmes at national, state and district levels, while supplementary funds will be used to enhance the quality and coverage of programmes for children through both the Government at various levels and NGOs.

Partnerships

26. Building on the United Nations Common Country Position Statement, UNICEF will collaborate with other United Nations funds and programmes to prepare a United Nations Development Assistance Framework. Follow-up to international conferences and the development of coordinated programming on key areas will form the focus of United Nations inter-agency cooperation. UNICEF will continue to encourage a focus on the child in all United Nations programming.

TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

PROGRAMME SECTION/AREAS AND FUNDING SOURCES	PROGRAMME BUDGET, 1998 (In thousands of US dollars)			POSTS a/										Total Posts	STAFF COSTS c/ (In thousands of US dollars)		
				EXISTING POSTS						SUBTOTAL							
	GR	SF	Total	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP d/	GS			IP	Local	Total
GENERAL RESOURCES																	
Convergent Community Action	3,000		3,000	0	0	1	1	0	0	2	5	3	10		304.2	220.9	525.1
Child Survival and Safe Motherhood	4,500		4,500	0	0	1	1	0	0	2	1	3	6		304.2	92.3	396.5
Child's Environment - Water, Sanit. & Hygiene	6,000		6,000	0	0	1	1	0	0	2	2	3	7		304.2	128.8	433.0
Child Development and Nutrition	7,465		7,465	0	0	1	1	1	0	3	11.7	3	17.7		422.7	454.3	877.0
Primary Education	5,500		5,500	0	0	1	1	2	0	4	7	3	14		304.2	305.2	609.4
Children in need of Special Protection	2,900		2,900	0	0	1	1	1	0	3	12	1	16		422.7	421.1	843.8
Plan., Monit./Eval., Prog. Mgmt. & Cross-sectoral Costs	5,500		5,500	0	1	1	1	3	0	6	13	89	108		834.6	1449.9	2284.5
TOTAL GR	34,865		34,865	0	1	7	7	7	0	22	51.7	105	178.7		2896.8	3072.5	5969.3
SUPPLEMENTARY FUNDING																	
Convergent Community Action		1,000	1,000	0	0	0	0	0	0	0	0	0	0		0	0	0
Child Survival and Safe Motherhood		18,000	18,000	0	0	0	0	0	0	0	12.3	4	16.3		0	523.1	523.1
Child's Environment - Water, Sanit. & Hygiene		10,000	10,000	0	0	0	1	2	0	3	10	2	15		376.2	388.9	765.1
Child Development and Nutrition		6,000	6,000	0	-	0	0	0	0	0	0	0	0		0	0	0
Primary Education		8,000	8,000	0	0	0	0	0	0	0	0	0	0		0	0	0
Children in need of Special Protection		3,000	3,000	0	0	0	0	0	0	0	0	0	0		0	0	0
Plan., Monit./Eval., Prog. Mgmt. & Cross-sectoral Costs		1,000	1,000	0	0	0	0	0	0	0	0	0	0		0	0	0
TOTAL SF		47,000	47,000	0	0	0	1	2	0	3	22.3	6	31.3		376.2	912.0	1288.2
TOTAL GR & SF			81,865	0	1	7	8	9	0	25	74	111	210		3273.0	3984.5	7257.5
SUPPORT BUDGET & PROGRAMME SUPPORT BUDGET (Proposed, 1998)	Operating costs			1	1	1	3	0	0	6	12	87	105		942.5	1631.8	2574.3
	Staffing b/																
GRAND TOTAL (GR + SF + SB)				1	2	8	11	9	0	31	86	198	315		4215.5	5616.3	9831.8
	Number of posts and staff costs:																
	• At the beginning of previous programme (1996-97)									33	86	197	316				
	• At the end of the proposed programme (1998) (indicative only)									31	86	198	315				

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ The posts are effective as of January, 1998
c/ Project posts are funded for the duration of the programme i.e. one year
d/ 2 NPOs are funded partly from GR under Child Development & Nutrition and partly under SF under Child Survival & Safe Motherhood
Abbreviations : GR = general resources; SF = supplementary funding; SB = Support Budget; IP = International Professional; NP = National Professional; GS = General Service

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